

Youth Programmes Companion Study

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Introduction

1. In conjunction with the Defence Review, three companion studies were conducted on the following subjects:
 - the role of the New Zealand Defence Force (NZDF) in Youth Programmes and the New Zealand Cadet Force;
 - New Zealand's Defence Industry, examining options for economic improvement in the sector; and
 - Voluntary National Service, including examining future options for a whole of government strategy.
2. This companion study focuses on the role of the NZDF in youth development programmes generally, and specifically in regard to the New Zealand Cadet Force (NZCF). It examines:
 - what the NZDF is currently delivering in the area of youth development, its effectiveness in this sector, and whether there is scope for expansion; and
 - what are the gaps, if any, in the NZDF's ability to deliver effective youth development programmes.
3. Youth development refers here to the developmental process whereby young people aged 12-24 years acquire the skills and competencies that enable them to realise their potential as adults. The NZDF is a key partner in the following programmes aimed at helping youth make this transition:
 - Limited Service Volunteer scheme
 - Service Academies and Youth Life Skills scheme
 - Fresh Start (military-style activity camps)
 - NZCF
4. In addition, there are schemes which are run by individual NZDF units and sub-units. These schemes, however, are informal and limited in scope.
5. Overall, the NZDF is already an important and active partner in the youth development sector. This study contends that there is a strong argument for this to continue. The NZDF has a significant comparative advantage in delivering residential, activity-based programmes designed to encourage self-discipline, personal responsibility and community values in young people. The people in the organisation are also a strength: young, ethnically diverse and enthusiastic. But any further expansion needs to be fully funded.
6. The NZCF is a voluntary youth development programme, with a military flavour. It provides opportunities for young people aged 13-19 years to develop good citizenship skills, primarily through adventure activities. Unlike the other programmes listed in paragraph 3 above, the NZCF is

- non-targeted. While some participants may be considered 'at-risk', it does not specifically target at-risk young people or groups.
7. Current NZCF numbers are around 4,000 officers and cadets. This is small compared, for example, to Scouting New Zealand which boasts a membership of around 16,000 young people (aged 8 years and above). However, with over 100 cadet units throughout country, the NZCF has considerable capacity to grow its numbers, particularly in areas where there are fewer opportunities for young people. I contend that the NZCF would benefit from a marketing strategy that raised awareness of the programme, which is perhaps regarded too narrowly as a military feeder organisation. Growing NZCF numbers, however, will require additional funding.
 8. The youth development sector is very large. An assessment of the effectiveness of individual programmes is therefore beyond the scope of this study. What is apparent, however, is that performance measurement, monitoring and evaluation could be more consistent. In view of the Government's significant investment in the sector, there is a strong argument for assigning responsibility for audit and assessment to a single, independent entity. This would seem particularly relevant given the observation by the Ministry of Youth Development that "evidence does not appear to live up to the considerable enthusiasm that proponents of the youth development field express for it".¹ While performance targets must be realistic, the extent to which they are being met should be evenly captured and form the basis of on-going funding or cessation of funding. The Government's commitment to monitoring the effectiveness of its Youth Opportunities package might provide an opportunity for doing this over time, and as funding permits.
 9. As part of this companion study, consultation with government and non-government stakeholders has been widespread. I have engaged the Ministry of Social Development, the Ministry of Youth Development, the NZDF, the New Zealand Police, the Department of the Prime Minister and Cabinet, the Principal Youth Court Judge of New Zealand, Judge Andrew Becroft, the YMCA, the Salvation Army and Otago University.
 10. In addition, this study has been informed by the submissions received as part of the Defence Review public consultation process, in which there was strong public support for greater Defence Force involvement in youth development. The public consultation process included three focus groups with young people.
 11. Answers to the questions raised in the terms of reference are at Annex 1.

¹ Ministry of Youth Development, *Structured Youth Development Programmes: a Review of Evidence* (A report undertaken for the Ministry of Youth Development), 2009, p.10.

Recommendations

12. The NZDF is already an active partner in the youth development sector. My recommendations, therefore, are aimed at refining this contribution. It is recommended that:
- i the additional Limited Service Volunteer and Youth Life Skills schemes, and Service Academies announced as part of the Government's Youth Opportunities package, be continued as a priority;
 - ii the NZDF continues to play a role in initiatives aimed at some of the most serious youth offenders, which use military-style activities within a wider strengths-based programme that includes therapeutic components that target risk behaviour(s);²
 - iii options be considered for placing the NZDF's youth development activities on a firmer footing, including fostering an organic pool of youth development practitioners and providing for full cost recovery;
 - iv more effective partnerships and pathways be established between the foundational skills developed by the Limited Service Volunteer scheme and immediate, work-ready, providers;
 - v marketing strategies for the Limited Service Volunteer and Youth Life Skill schemes and the New Zealand Cadet Force should highlight the activities through which participants are given opportunities to develop skills and competencies, in a strengths-based approach; and
 - vi consideration be given to assigning responsibility for the audit and assessment of the youth development sector to a single, independent entity to ensure effective and efficient fund allocation.

Context

13. New Zealand's youth population face a number of challenges. Figures released by the Department of Labour in June 2010 show that 24.7 percent of young people aged 15-19 years and 13.7 percent of those aged 20-24 years are unemployed. While the rates appear to be receding from a December 2009 peak, they are still at significantly high levels. The economic slowdown is having a substantial and disproportionate impact on young people as the inflows into employment contract and the outflows increase. As a consequence, youth aged 18-24 years are the fastest growing age group receiving the unemployment benefit, rising from under 4,000 in June 2008 to over 16,000 in June 2009, and 19,000 in June 2010.³ In addition the NEET (Not in

² By therapeutic components, I am referring to targeted interventions which aim to reduce the incidences of risk behaviour. They include intensive mentoring and case management, drug and alcohol counselling, positive parenting programmes, and the provision of physical and mental health.

³ Department of Labour, *Youth in the New Zealand Labour Market*, 5 June 2009; and Press Release by the Minister of Social Development and Employment, Hon Paula Bennett, *Extra Employment Support for Young People*, 24 November 2009; and Statistics New Zealand, *Household Labour Force Survey – June 2010 quarter*, 5 August 2010.

Education, Employment or Training) rate increased for 15-17 year olds from 9.7 in June 2007 to 13.9 in June 2010.⁴

14. The Government is committed to enhancing developmental opportunities for young New Zealanders. It recognises that disengagement from education, training, and/or work can result in some young people becoming involved in anti-social activities. Announced by the Prime Minister on 2 August 2009, the Government's Youth Opportunities package commits \$152 million to rolling out a number of new youth development programmes and services, while expanding some already in place. The overriding objective of the package is to provide a "rung on the ladder ... that can fire up a young person's motivation and aspiration, while increasing their chances of getting and maintaining a job".⁵ An examination of the role of the NZDF in youth development programmes is therefore timely. Key questions include:
- What youth development programmes currently include a military component?
 - How effective are the youth development programmes which include a military component?
 - What is the opportunity cost for the NZDF in terms of its involvement in youth development programmes?

Scope of the youth development sector

15. The Ministry of Youth Development defines 'youth development' as a "process associated with adolescence; the period one enters as a child and emerges as an adult, ideally able to avoid the choices and behaviours that limit future potential and more or less equipped with the skills, attitudes, competencies and values needed to successfully navigate adult life".⁶
16. At a very general level, youth development programmes are positive interventions aimed at helping young people make this transition. Within this framework the literature includes an extensive range of activities: "sports programmes, conservation and environmental programmes, arts, drama, culture and heritage programmes, outdoor adventure, work experience activities and so forth; all ostensibly fall within a 'youth development' framework".⁷

What the NZDF brings to the youth development sector

17. Youth development programmes generally focus on a particular combination of skills and attitudes, using activities and guidance to bring them to the surface. Rather than comment on the effectiveness of what

⁴ Department of Labour, *Youth Labour Market Factsheet – June 2010*, August 2010

⁵ Speech by the Prime Minister to the National Party Conference Announcing the Youth Opportunities Package, 2 August 2009.

⁶ Ministry of Youth Development, *Structured Youth Development Programmes ...*, p.5.

⁷ *Ibid*, p.25.

is a very large and diverse range of programmes, it would seem more appropriate to consider what capabilities the NZDF brings to the sector.

18. A 2002 ministerial taskforce on youth offending noted that the “skills and disciplines promoted by the Army have the potential to have a beneficial impact on youth offending”; and the youth justice sector [could]... benefit more from the resources and programmes provided by the Army”.⁸ The NZDF’s organisational culture is based on self-discipline, integrity, leadership and team work. There is also a strong emphasis on tikanga Māori.
19. These core values are, of course, not unique to the Defence Force. In terms of working with young people, where the NZDF differs from other organisations is its ability to leverage off its personnel and infrastructure, including its training and residential facilities, as well as the large number of young people who serve in the Regular and Reserve Forces (39 percent of the Regular Force and 25 percent of the Reserve Force are aged 15-24 years). The activities through which Defence Force personnel gain access to opportunities to develop skills and competencies, particularly in the early stages of their career, are therefore designed to appeal to and motivate young people.
20. Leveraging off the NZDF is consistent with the strengths-based approach to youth development recommended by the Ministry of Youth Development.⁹ This approach takes as its starting point a positive view of a young person’s potential. It then seeks to build on individual strengths by providing structured opportunities for them to be expressed. The aim is to build a buffer against risk factors by providing young people with the confidence and skills to make the right choices.
21. In cases where young people have already developed entrenched anti-social behaviours a more targeted approach may also be required. Providing these targeted interventions, often involving long-term mentoring, addiction counselling and behavioural therapy, is outside the competencies of the NZDF and should be delivered by appropriately trained third parties. This is in line with current government thinking.¹⁰

⁸ Report of the Ministerial Taskforce on Youth Offending, 2002, pp. 13-14.

⁹ Ministry of Youth Development, *Youth Development Strategy Aotearoa*, 2002.

¹⁰ Minister for Social Development and Employment, Hon Paula Bennett, *Children, Young Persons, and Their Families (Youth Courts Jurisdiction and Orders) Amendment Bill – First Reading*, 18 February 2009.

Youth development programmes involving the NZDF

22. As mentioned, the NZDF is a key partner in delivering the following youth development programmes:
- Limited Service Volunteer scheme
 - Service Academies and Youth Life Skills scheme
 - Fresh Start (military-style activity camps)
 - NZCF
23. With the exception of the NZCF, all of the above programmes form part of the Government's Youth Opportunities package. Each programme is summarised below.

Limited Service Volunteer Scheme

24. Recommencing in 1993, the Limited Service Volunteer (LSV) scheme is a six-week residential programme that targets young people aged 18-25 years who are registered with Work and Income. The aim is to find pathways for unemployed young people to build their skills and confidence, leading to employment or work-related training. Prior to the expanded programme the existing scheme was run by the NZDF with funding of \$1.4 million per annum provided by the Ministry of Social Development (personnel and support costs of around \$2.2 million per annum were absorbed by the NZDF).¹¹ Based at Burnham near Christchurch, the NZDF was contracted to provide up to 720 places annually, or 5 courses of up to 144 participants.¹²
25. Described by many trainees as a "shock to the system", the LSV scheme is designed to challenge participants. Based on an Army model, each intake is divided into three small groups or "Platoons". Trainees dress in army fatigues and are subject to military law for the duration of the course. The course content is a mix of adventure/physical activities and classroom-based learning. The physical activities include:
- high ropes course
 - bush craft
 - river crossing
 - camping and tramping
 - rock climbing/abseiling
 - confidence course
 - fitness training.

¹¹ The contract between MSD and the NZDF for the existing LSV programme expired at the end of June 2010. MSD and the NZDF are in the process of negotiating a new contract for the existing LSV programme.

¹² Low unemployment prior to the economic slowdown and the lack of a residential programme in the North Island meant that the target of 720 participants was rarely achieved.

26. Classroom work is based on developing core foundation skills, the absence of which act as a barrier to participants taking up employment or further training.
27. Seventy-five percent of LSV students find employment or go on to further training. While a good outcome, this could possibly be improved by developing more effective partnerships and pathways between the LSV scheme and immediate work-ready providers to ensure the positive short term affects achieved endure long term. Current discussions between the NZDF and the Salvation Army on how to consolidate and build on the foundational skills developed by LSV graduates are therefore positive. This is discussed in more detail in Annex 2.
28. Under the Government's Youth Opportunities package, two additional LSV programmes were established from January 2010: one in Auckland and one in the lower North Island, providing an additional 1250 places per year for the next two calendar years. In a new initiative, a Community Constable was attached to each LSV programme as a mentor. Given the Police's experience in running youth development programmes aimed at reducing youth offending, this initiative is delivering positive results. Funding of up to \$19 million has been committed to the expanded LSV and YLS schemes.
29. Providing a better geographic spread of LSV programmes should lift the take-up rate beyond the current average of around 60 percent annually. However, if the scheme is to remain voluntary, as it should, then careful consideration needs to be given to marketing the scheme. The literature suggests that a strategy highlighting the activities - bush craft and rock climbing – is more likely to generate interest amongst young people than advertising the competencies they are intended to develop.¹³

Service Academies and Youth Life Skills scheme

30. Service Academies are military-focused programmes, consisting of two streams, which were delivered by eleven low-decile secondary schools throughout New Zealand with the help of the NZDF Youth Life Skills (YLS) scheme prior to 2010. Targeting year 12 and 13 students, the curriculum for both streams was set by the schools and includes a minimum requirement that students sit and attain NCEA level one Maths and English. The aim of the first stream was to provide possible Service-orientated employment pathways into the NZDF, Police, Customs, or the Fire Service. The second stream targeted youth at risk of disengaging from mainstream education.
31. The Service Academies were funded by either MSD or the Tertiary Education Commission. However, the MSD funding was transferred to the Ministry of Education under the Government's Youth Opportunities

¹³ Ministry of Youth Development, *Structured Youth Development Programme ...*, pp.25-26.

package, which also established and funded a further eight academies.¹⁴ Under the new package less emphasis is placed on achieving Service orientated careers and more focus is placed on achieving NCEA qualifications.

32. The YLS scheme was set up primarily to support Service Academies. However additional community focused short residential military component programmes are run in association with Police, Bluelight Trust, other NGOs and some secondary schools targeting at-risk youth aged 13-17 years. The 18 month scheme, catering for a minimum of 990 participants, was run with funding of up to \$1.6 million provided by MSD.
33. Under the Government's Youth Opportunities package, an additional YLS programme catering for nearly 660 participants annually was attached to the new LSV programme in Auckland to support the eight additional Service Academies. The expanded YLS scheme was funded from within the cash envelope appropriated by MSD for the expansion of the LSV scheme.

Fresh Start

34. Announced in February 2010, the Government's Fresh Start initiative introduced a continuum of services for youth at risk of poor outcomes, including the provision of military-style activity camps for up to forty of the most serious youth offenders on the cusp of imprisonment. These persistent offenders come from multi-problem backgrounds, and are considered to be the least likely to make a successful transition to adulthood. Although Child, Youth and Family (CYF) and the NZDF are still refining details following the enactment of the enabling legislation, the camps differ from previous corrective training programmes and some of the more punitive military-style camps found overseas, which current government policy recognises did not work.¹⁵
35. The NZDF contribute to an eight week, structured residential programme that focuses on instilling self-discipline, personal responsibility and community values. This involvement is supported by a broader therapeutic programme targeting such risk factors as drug and alcohol abuse, mixing with anti-social peers, family dysfunction, poor educational attainment, and mental health issues. This part of the programme continues for twelve months as participants are re-introduced back into their communities through a mentoring scheme. MSD has funding of up to \$1.4 million annually for the initiative.
36. Since September 2009 two concept trials have been run by CYF staff and YLS instructors for 10 young people per course with the aim of testing and refining the model prior to the pilot course launched in October 2010. While still in the evaluation phase, there is clearly a role

¹⁴ Press Release by the Minister of Education, Hon Anne Tolley, 'Seven new Academies', 11 December 2009.

¹⁵ Press Release by the Minister of Social Development and Employment, Hon Paula Bennett, 'Boot Camp' Critics Miss the Point, 29 April 2009.

for the NZDF in attempting to rehabilitate some of the most serious youth offenders, albeit as one part of a comprehensive approach.¹⁶

New Zealand Cadet Force

37. The NZCF was established in 1971 following the end of the Service Cadet System and is based on a NZDF and community partnership model. Unlike the programmes discussed above, it does not specifically target at-risk youth. Currently, there are 102 active units made up of 3,396 cadets and 408 cadet officers, and consisting of Sea Cadets, the New Zealand Cadet Corps, and the Air Training Corps. The units are spread throughout the country, with the largest in Christchurch with 117 cadets and seven officers. All the main centres have more than one unit of each Corps and report healthy numbers.
38. The role of the NZDF is to provide the NZCF with a military flavour in its training programmes and provide control, direction, and leadership over the uniformed arm of the organisation.
39. The activities of the NZCF include a comprehensive series of structured and authorised courses and activities. In the 2009/10 training year, this included 78 camps and courses for approximately 2,980 officers and cadets (approximately 14,000 training days). The cadet courses generally focus on providing opportunities for participants to develop core life skills. Units also conduct their own locally arranged activities. Funding for these is the responsibility of individual units.
40. A key focus in recent years has been the engagement of like-minded youth and associated organisations to provide coverage for compliance issues, recognised education qualifications, and skill specific qualifications. Such organisations include the Mountain Safety Council, St Johns, Coast Guard Education Service, NZQA, Yachting New Zealand, the Outdoor Pursuits Centre, and Skills Active.
41. In a new initiative, the NZCF is now able to provide cadets the opportunity to acquire NZQA unit standards (which may be able to be used as credits towards NCEA Level 1 and 2) and result in a recognised qualification by completing the various NZCF training programmes. The target for these credits are those cadets who may struggle to reach the minimum 80 NCEA level 1 credits.
42. The NZDF's support of the NZCF is set out in the New Zealand Cadet Forces Charter of Support. This states the overarching philosophy of the NZCF as "youth development and leadership training with a military flavour", as well as funding arrangements. The NZDF contributes \$3.5 million, inclusive of \$0.325 million from the Single Services associated with hosting the various courses and activities. The real cost, however, is higher as some of the expense in providing support to the NZCF – accommodation, equipment, training assistance, and so forth - is

¹⁶ Ministry of Social Development, 'Military-style Activity Camp (MAC) Programme Update', *Fresh Start Update Newsletter*, Issue 3, November 2009.

absorbed within baselines. Forty-seven percent or \$1.7 million of the NZDF's expenditure on the NZCF goes towards personnel costs.

43. As a non-targeted programme, the NZCF does not measure its performance in terms of whether its cadets find pathways into employment or away from crime. That said, anecdotal evidence suggests most cadets benefit from their involvement in the programme. Assuming cadets who serve five years are unlikely to be socially disconnected, length of service might be a useful indicator of a positive outcome. I would encourage the NZCF to record this.
44. There is scope to grow NZCF numbers, although additional funding would be required. As a non-targeted and universal programme, the NZCF is well-placed to help address the wider social and environmental factors which may lead to negative outcomes. One option for expansion might be to target opportunity-poor areas where the risk of supplementing an already extensive array of structured youth development opportunities is lower. There might be synergies, for example, in targeting areas with Service Academies.
45. As noted above, the NZCF would also benefit from a marketing strategy that raised awareness of the programme. We need to recognise that in reaching out to young people we are competing against other potential distractions and activities. I contend that the NZCF is perhaps regarded too narrowly as a military feeder organisation, limiting its appeal in a crowded sector. As with the LSV scheme, an alternative strategy might be to highlight the activities which are more likely to attract participants.
46. Any expansion, however, will require additional funding. This study contends that the NZCF should be fully funded in terms of the provision of uniforms, basic supply of field kit, and the provision of equipment. Community funding for those activities the cadet units wish to conduct over and above their formal training should still be encouraged as a way to get parents and the wider community involved.

Should the NZDF be doing more in the youth development sector?

47. The Ministry of Youth Development suggests that at a general level a good youth development sector is based on a combination of universal, targeted and specialist approaches that are youth-focused and support young people through the multiple transitions that they will experience, as well as facilitating the emergence of skilled and motivated instructors. A strong education and training sector is important, as is a safety net to ensure that those young people who are most at-risk receive the intensive assistance that they are likely to require in making the transition to adulthood.

48. It is my view, supported by people working in the youth justice area, that the NZDF is an important part of this mix.¹⁷ Few organisations have the same access to first-class training and residential facilities, along with skilled instructors who are able to deliver intensive motivational training in a disciplined environment.
49. There is, however, an opportunity cost. Delivering youth development programmes is not a core function of the Defence Force. While there is some current staffing capacity, the NZDF's high operational tempo means this may not always be the case. An option for putting the NZDF's youth development programmes on a firmer footing might be to use the residual pool of Non-Commissioned Officers and Officers who are completing their service, and who might consider forming a permanent pool of trained youth development practitioners. The advantage of this approach is that it would give instructors the opportunity to focus their skill development on the cognitive aspects of working with young people, including those most at-risk. A possible strategy for achieving this would be to set funding at a level that better reflects the true cost of the programmes.
50. However, paragraphs 21-46 above demonstrate that the NZDF is already a key partner in the youth development sector. Any further expansion of this role would need to be fully funded.

How effective are the youth development programmes which include a military component

51. Past experience has demonstrated that military-style residential programmes which focus purely on discipline and physical activity are unlikely to produce positive outcomes.¹⁸ More promising are programmes that combine military-style activities with therapeutic components. This is supported by the 75 percent of LSV participants who go on to employment or work-related training.
52. What is apparent, however, is that our understanding of how such programmes work is largely based on theory, rather than empirical evidence. There is a risk, therefore, of basing practice on assumptions and, perhaps, an incomplete understanding of why programmes are effective. This is not a question of whether the NZDF's contributions to the youth development sector are effective – they are. Rather, it's about refining a working model. The structured collection and processing of lessons learned is a key element of the NZDF's operational practice. This practice could be extended to its youth development programmes.

¹⁷ Report of the Ministerial Taskforce on Youth Offending, 2002, pp.13-14. This was also reinforced in comments to me by the Principal Youth Court Judge for New Zealand, Judge Andrew Becroft.

¹⁸ Judge Andrew Becroft, Principal Youth Court Judge, *Are there Lessons to be Learned from the Youth Justice System?*, Paper Presented to the Victoria University of Wellington School of Law, 2009. Judge Becroft notes "a New Zealand Department of Justice study in 1983 found that 71 percent of correctional trainees were reconvicted within a single year of release".

53. There is also gap in our understanding of why some courses are more successful than others. This possibly reflects a lack of information on how different groups react to the activities. An approach based on lessons learned might also address this gap.
54. At a sector level, consideration needs to be given to improving systems for performance measurement, monitoring and evaluation to determine the effectiveness of the various programmes, and to ensure accountability for government spending. There is a strong argument for assigning responsibility for audit and assessment to a single, independent entity, which could also function as a centre for lessons learned. This would likely require drawing a line between the targeted youth development space and the larger youth-serving space (sports programmes, Scouts, the NZCF, and so on). The Government's commitment to monitoring the effectiveness of its Youth Opportunities package might provide an opportunity for doing this over time, and as funding permits.

Conclusion

55. The NZDF is an important and active partner in the youth development sector. It has the culture, personnel and facilities to assist some young people transition to adulthood. A track record that includes over 17 years mentoring approximately 10,000 youth as part of the LSV scheme has provided NZDF personnel with a good insight into what is effective in supporting youth. But any further expansion needs to be fully funded.
56. The recommendations included in this study are therefore aimed at refining the NZDF's contribution. At a programme level, the need to balance military-style activities with therapeutic components, within a strengths-based approach, is well-recognised. There is, however, a gap in our understanding around which activities are important in terms of achieving positive programme outcomes. The collection and processing of lessons learned might address this.
57. In terms of looking forward, any further expansion of the NZDF's role in the sector would likely require placing the programmes on a firmer footing, particularly in terms of staffing. An option for funding this might be to recover the full cost of the programmes from the Ministry of Social Development.

Attachments

Annex 1: Response to questions Raised in the Terms of Reference

Annex 2: Effective youth programmes: lessons learned and pathways



Annex 1:

Response to questions raised in the Terms of Reference

1. *What youth development programmes are currently conducted by or with the involvement of the NZDF and what is the extent of its involvement?*

The NZDF currently conducts four main programmes, either as the sole provider or in partnership with others. The programmes are:

- Limited Service Volunteer scheme
- Services Academies and Youth Life Skills scheme
- Fresh Start
- NZCF

The NZDF receives up to \$2.4 million annually from MSD for the LSV and YLS schemes, with a further \$2.2 million being absorbed within baselines. The Government has committed a further \$19 million over two years to expand both schemes.

The NZDF contributes \$3.5 million, inclusive of \$0.325 million from the Single Services, to the NZCF, although the real cost is higher as some of the expense – accommodation, equipment, training assistance, and so forth - is absorbed within baselines.

Currently, over 170 personnel, including civilian personnel and contracted staff, are permanently involved in delivering the above programmes. This number will grow as the Government rolls out its Youth Opportunities package.

2. *What other youth programmes are conducted in New Zealand, in both the public and private sectors?*

The youth development sector is too large and diverse to quantify. Paragraph 16 notes that it includes sports programmes, conservation and environmental programmes, arts, drama, culture and heritage programmes, outdoor adventure, work experience activities and so forth. A better way to approach this question, although still beyond the scope of this paper, would be to ask what elements make up an effective youth development sector – a mixture of targeted and non-targeted programmes, a skilled and committed workforce, residential options, appropriate monitoring and evaluation, and so on. Anecdotal evidence suggests that the sector in New Zealand is relatively comprehensive. Moreover, the roll-out of the Government's Youth Opportunities package will add to this.

3. *In terms of measurable outcomes, which programmes, across the sector are deemed most effective?*

The evidence suggests that effective youth development programmes can have a positive impact on participants. At a strategic level, this is more likely

to apply when programmes incorporate as many of the following components as possible:

- provide physical and psychological safety
- skilled and empathic instructors
- high quality activities, within an overall structure that is developmentally and culturally appropriate, and which encourages learning
- clear expectations around behaviour, albeit within a framework that provides opportunities for participants to make decisions, participate in governance and rule-making, and to take on leadership roles
- provide emotional and moral support
- access to positive adults
- opportunities to form positive peer relationships
- opportunities to feel a sense belonging and social connectedness
- opportunities to develop positive social norms
- builds strong links to families, education and the broader community.¹⁹

At a sector level, however, determining which programmes include some or most of these components, and which are therefore more likely to produce positive development experiences, is difficult. This is due to a lack of ready-available empirical data and the absence of an over-arching group responsible for audit and evaluation.

4. *What is the opportunity cost for the NZDF in terms of its involvement in youth programmes at the current level?*

The NZDF has indicated that it has the capacity to contribute to the Government's Youth Opportunities package, subject to additional funding over and above current appropriations being provided.

5. *What is the best funding and management model for the for the New Zealand Cadet Force?*

Financial and management support to the NZCF is set out under section 78 of the *Defence Act 1990* (the Act). Under the Act, the Chief of Defence Force may from time to time:

- grant financial assistance out of money appropriated by Parliament to enable the cadet forces to conduct such activities as the Chief of Defence Force may approve;
- determine the pay, allowances, expenses, grants, gratuities, and other emoluments (if any) to be paid out of money appropriated by Parliament to cadet officers and other members of the cadet forces;

¹⁹ Ministry of Youth Development, *Structured Youth Development Programmes ...*, pp28-29. This was further reinforced in comments to me by the New Zealand Police.

- determine any other terms and conditions of service of cadet officers and other members of the cadet forces; and
- provide the cadet forces with clothing, stores and equipment, and accommodation.

Within this framework, it is my belief that the NZCF should be fully funded in terms of the provision of uniforms, basic supply of field kit, and the provision of equipment. Community funding should be for those activities the cadet units wish to conduct over and above their formal training.

6. *How should the role of the NZDF in regard to youth programmes be defined in the future in order to strike an appropriate balance between Defence operational needs and other Government objectives?*

This study notes that the NZDF is already an important and active partner in the youth development sector. Feedback from experts in the sector and from members of the public indicates strong support for this to continue. But any further expansion will cost. Consideration needs to be given to funding the full cost of the NZDF's contribution to the sector.



Annex 2

Effective youth programmes: lessons learned and pathways

1. While a comprehensive assessment of the youth development sector is beyond the scope of this study, there is value in considering in greater detail three complimentary providers which may provide lessons learned and pathways for the NZDF. The three providers are:
 - New Zealand Police
 - Salvation Army (Employment Plus scheme)
 - YMCA

Police Youth Development Programme

2. Reflecting their stake in reducing risk-taking behaviour amongst young people, the NZ Police run over 30 youth development programmes (the Programmes) aimed at providing young people with the skills to successfully transition from adolescence to adulthood. Seventeen of these were originally established at a national level with funding from central government. In 2000, however, management and funding was devolved to districts, and in 2001 a further fourteen schemes were initiated. One of the original schemes was amalgamated and another became a funding only arrangement, leaving a total of 29 schemes nationwide.
3. Three core service delivery approaches have been used in establishing the Programmes. They are:
 - case management;
 - mentoring; and
 - school based.
4. The Programmes have been evaluated by the Police Evaluation Unit which looked at pre- and post-programme offending rates, both in terms of the number of offences and their seriousness. All except one programme demonstrated a reduction in the number of offences committed by young people while on the programme. For some programmes this difference was marked. For example, one recorded a total of 102 offences committed by 46 percent of participants prior to the programme, falling to 16 offences committed by 6 percent of participants during the programme. Of the 19 programmes evaluated, only three recorded no change to offending rates. There was also a reduction in the seriousness of offending in 11 of the 19 programmes.

5. The majority of the programmes evaluated utilised a case management approach. One of the programmes included a 'Big Brother'/'Big Sister' mentoring element, and another used a school based approach. Overall, the case management approach was shown to be the most effective in producing positive outcomes. As result, 22 of the 29 programmes now use the case management approach.
6. Police also identified six principles that should guide youth development programmes. These are:
 - a whanau-based approach;
 - target young people aged 8-15 years who are at risk of offending or in the early stages of offending;
 - ensure risk and the level and type of intervention is proportionate;
 - target the causes of offending;
 - make use of a strengths-based approach which also targets problem-behaviour; and
 - quality activities, and properly trained, qualified and supported staff.
7. These principles should guide NZDF programme developers. In this context, the decision to attach a Community Constable to each LSV programme as a mentor has considerable merit.

Salvation Army (Employment Plus scheme)

8. Of the range of youth life-skills and work-ready programmes run by the Salvation Army, this study looked at the Employment Plus scheme. The scheme is run from 29 centres and caters for up to 700 students, with 70 full-time tutors. It targets young people who have left secondary school without reaching NCEA level 2.
9. Funding for the Employment Plus scheme is split between the Salvation Army and the Tertiary Education Commission (TEC) - the TEC funds the education components of the scheme; and the Salvation Army funds the interventions targeting risk behaviours. These include:
 - family dysfunctional and/or absent caregivers
 - poor health outcomes
 - addictions
 - physical abuse
 - anti-social peers
 - low self-esteem and confidence
 - poor literacy and numeracy.

10. A key problem with the LSV scheme, common with other residential programmes, is that graduates go back into negative environments, sometimes without having developed the necessary resiliency against risk factors. Figures suggest up to 25 percent of graduates may fall into this category. This has led the NZDF to propose the “Kiwi Serve” programme made up of two streams over 11-12 months. The first stream involves the admission of candidates into a 11-12 week Basic Recruit Course with the Navy, Army and Air Force. Participants would then move into a nine-month employment experience period with either the Police, Navy, Army or Air Force.
11. A second stream would provide participants with the option of undertaking a 11-12 week recruit training course, followed by a three-month military training programme, and then a six-month trade training period with the Industrial Training Organisation (ITO). After 12 months in either stream, participants could then make a decision on whether they join the Police, the Military, Fire Service, Customs or obtain employment in the private sector.
12. Kiwi Serve will not, however, appeal to all LSV graduates, including many of the graduates who are currently falling through the cracks. For these graduates there is a strong argument for building a pathway between the LSV scheme and the Salvation Army’s Employment Plus programme, where ongoing targeting of risk behaviour could continue within a context of making participants ‘work-ready’. Preliminary discussions between NZDF and the Salvation Army on developing this pathway are a positive development and should be encouraged by the Government.

YMCA Youth Programmes

13. The YMCA has been established in New Zealand for 154 years and has considerable ties to the community and with assisting youth. They have robust and diverse partnerships with central and local government, non-government organisations, schools, health providers, voluntary organisations and the private sector. The YMCA is structured around six programme committees, consisting of:
 - Sport and Recreation,
 - Outdoors,
 - Education,
 - Out of School Care and Recreation,
 - Early Childhood Recreation, and
 - Youth Services.

14. YMCA receives its funding from a number of sources. The bulk of funding (\$9 million per annum) comes from the TEC and the Ministry of Education (\$5.8 million), and the Ministry of Youth Development (\$3.2 million). For 2010, there was an additional \$75,000 provided by the Lotteries Commission and \$125,000 from SPARC (Sport and Recreation New Zealand).
15. In terms of youth services provided by regions, there is a significant difference nationwide. For example, Auckland provides Youth Leadership, and Youth Development programmes. In contrast, Tauranga provides Youth Development, Conservation Corps, TEC courses, Work and Income contracts, Counselling and Youth Leadership programmes. That said, evidence suggests that the YMCA's infrastructure is under-utilised, particularly in terms of delivering structured residential programmes.

